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SUBJECT: UNSC/DARFUR: ANNABI BRIEFS AND DRAFT RESOLUTION IS
CIRCULATED

REF: 17AUG2006 BRUNO-DEPARTMENT E-MAIL

Classified By: ACTING POL COUNSELLOR MOLLY PHEE FOR REASONS 1.4 (B,D)

1. (SBU) SUMMARY: In August 17 Security Council consultations, Assistant Secretary-General for peacekeeping operations Annabi painted a bleak picture of the current situation in Darfur as a result of the faltering Darfur Peace Agreement (DPA) and the weak African Union Mission in Sudan (AMIS). Annabi noted that the Government of National Unity's (GNU) 'peace plan' for the stabilization of Darfur contained several disconcerting elements, such as the reiteration of GNU opposition to UN troops in Darfur. To attempt to move the GNU away from this staunch opposition, Annabi noted that SYG Annan recently proposed a meeting between the Council and FM Akol in New York. UK PR Jones Parry stressed that the proposed meeting should not delay Council action on Darfur and circulated a draft resolution co-sponsored by the U.S. (text sent refmail) on the transition of AMIS to a UN-led operation. China, Russia and Qatar stated that GNU consent was a precondition to the adoption of any draft resolution. Unlike other African Council Members, Congolese Ambassador Ikouebe agreed with the assessment of the Russian and Chinese delegations and was pessimistic about the prospects for gaining GNU consent for transition. END SUMMARY.

DPA LACKS EFFECTIVENESS

2.(C) A/SYG Annabi noted that the security, political, and humanitarian situation in Darfur has deteriorated significantly since the signing of the DPA. According to Annabi, the DPA has been rendered virtually ineffective because of rebel groups, like the National Redemption Front (NRF), who have formed anti-DPA movements. Those who have signed the agreement continue to violate its tenets, which has resulted in a loss of its credibility and continued lack of support from large segments of the population. UK Ambassador Jones Parry noted that in order to remedy this, parties involved must recognize the DPA's tangible benefits. The representative from Qatar emphasized the need to enforce the DPA and blamed the non-signatories for its ineffectiveness, especially the faction of the Sudan Liberation Movement/Army (SLA/M) led by Abdel Wahid Nur and the Justice and Equality Movement (JEM) led by Khalil Ibrahim. Using a typical Chinese refrain intended to shift culpability for the crisis in Darfur from the GNU to rebel factions, the Qatari delegate argued for targeted sanctions against non-signatories to the DPA and those who were hindering the peace process.

AMIS LACKS RESOURCES; CANNOT CONTINUE AFTER 30 SEPTEMBER 3.(SBU) Annabi pointed out that AMIS' lack of funding and resources has precluded it from protecting civilians and implementing the DPA. He stressed that, without increased funding, AMIS will not be able to continue after its September 30 mandate expires. Ambassador Jones Parry and the representative from Denmark noted that, although many pledges were made at the Brussels conference, few have been collected; Ghanaian PermRep (and current UNSC President) Effah-Apenteng remarked that the GNU's uncompromising attitude toward AMIS transition may be a cause for the shortfall in support to AMIS.

¶4. (C) Annabi noted that a UN team is currently in Addis Ababa to consult with the African Union (AU) on the re-hatting of AMIS. Although Annabi stressed that the earliest possible transition date is January 1, Ambassador Sanders and Ambassador Jones Parry continued to push for an October 1 transition. Jones Parry described the eventual UN operation as a long-term solution that would require a gradual transition process. He noted that because this would be the UN's most challenging peacekeeping operation to date, it is necessary to ensure that the transition process is complete before the UN assumes full control. Annabi reminded the UNSC of President Bashir's recent statements to the press warning that the Sudanese Armed Forces (SAF) would take action against a UN force and likening it to the recent conflict between Israel and Hezbollah. This remark was reiterated to USUN in a separate meeting with Chief of Staff Mark Malloch Brown, but a Russian delegate told USUN privately that this type of rhetoric was 'simple propaganda' from the GNU in its attempt to identify a ladder to climb down in order to accept UN forces in Darfur.

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¶5. (C) Annabi pointed out that SYG Annan continues to hold discussions with the GNU and that Annan suggested that FM Lam Akol visit New York for further discussions on the escalating crisis. Ambassador Sanders pointed out that a meeting with FM Akol would only stall the peace process, since President Bashir is the ultimate decision maker. The representatives from Russia, Congo, and Denmark disagreed, pointing out that FM Akol would convey the discussion with SYG Annan to President Bashir directly. The U.S., UK, China, and Denmark advocated for UNSC Members and the international community to use all possible influence to weigh in with the GNU and garner consent for the UN Darfur operation. Jones Parry added that the UK has appointed Special Envoy Rod Pullen to engage with the GNU and that he is seeking an audience with FM Lam Akol.

GNU SUBMITS PLAN FOR PEACE AND STABILITY

¶6. (SBU) Annabi noted that the GNU has developed a 'Plan for the Restoration of Stability and Protection of Civilians in Darfur,' which is being analyzed by the Secretariat before they submit a response. Annabi pointed out that the plan raises many concerns about GNU intentions, including its opposition to transition and plan to deploy 26,500 additional troops from the SAF and SLA/M, which would be a violation of the DPA and UNSCR 1591. In a predictably unhelpful response, the representative from Qatar advocated for the Plan for Restoration and made the faulty argument that the GNU's attempts to establish peace are hindered by the 'constraints' of UNSCR 1591. Annabi rebuffed this claim, citing Lakhdar Brahimi who told the GNU that the goal is to fix the Darfur crisis and not assign blame.

MEMBERS DEBATE UKUN'S DRAFT UNSCR

¶7. (SBU) Ambassador Jones Parry circulated a draft UNSCR, co-sponsored by the U.S, stressing that the Security Council must aim for adoption as soon as possible. He noted that the resolution recognized Sudan's sovereignty and followed the framework of UNSCR 1590. Ambassador Jones Parry called for an Experts Meeting on August 18 to discuss the text. The representative from China noted that, while he agreed with

the 'spirit' of the resolution, he did not agree with its content or timing and intimated that his delegation would not support the resolution without first gaining the consent of the GNU for transition. He went on to say that, even with careful language, the resolution may be counterproductive to the peace process because of the GNU's opposition to UN forces in Darfur. He, along with the representative from Qatar, advocated instead for the strengthening of AMIS, since the GNU has consented to its presence and enhancement.

18. (C) Congolese Ambassador Ikouebe, who seemed to act as a mouthpiece for Khartoum and an echo for the Chinese, also stressed that GNU consent for a transition is necessary before adopting a resolution and expressed doubts regarding the UN's ability to obtain cooperation from the President Bashir. He pointed out that numerous failed attempts have been made to sway President Bashir, including discussions with SYG Annan at the Banjul Summit in July and discussions in Khartoum with South African President Mbeki and Senegalese President Wade. The representatives from Denmark and Peru noted that their delegations were prepared to assist in the speedy adoption of the resolution and stressed that the UNSC cannot continue to be paralyzed by the lack of GNU consent. Ghanaian Ambassador Effah-Apenteng agreed, stating that an enhanced UN operation would not jeopardize Sudan's sovereignty, pointing out that the existing UNMIS force in the southern region has not compromised the country's sovereignty.

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